

# Coquitlam

# For Council

August 20, 2019

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Doc #: 3394530.v5

To: City Manager

From: General Manager Planning and Development

Subject: **Heritage Management Strategy – Proposed Scope and Process**

For: **Council**

## **Recommendation:**

That Council endorse the proposed scope and process as outlined in the report from the General Manager Planning and Development, dated August 20, 2019 and entitled "Heritage Management Strategy – Proposed Scope and Process", and direct staff to proceed with the development of the Heritage Management Strategy.

## **Report Purpose:**

This report seeks Council's endorsement of the proposed scope and process for the Heritage Management Strategy.

## **Strategic Goal:**

This report supports the strategic goals of 'Strengthening Neighbourhoods' and 'Achieving Excellence in City Governance' by protecting and enhancing the heritage and character of the City's neighbourhoods and encouraging citizen engagement in preserving heritage assets.

## **Background:**

Heritage management in Coquitlam goes back over 30 years. In 1986, the then District of Coquitlam undertook the Heritage Maillardville project, studying the physical and social history of Maillardville and Fraser Mills. Three years later, six landmark sites in Maillardville, including Ryan House, Mackin House and Millside Elementary School, were designated as Municipal Heritage Sites. In 2001, Council adopted the Heritage Strategic Plan, which identified a number of strategic priorities and at the same time a five year implementation action plan was developed. Work in subsequent years, including the establishment of the Community Heritage Register and update to the Maillardville Heritage Inventory in 2007, the Southwest Heritage Inventory in 2008, and 15 approved Heritage Revitalization Agreements, has furthered the City's objectives to preserve the historical assets of Southwest Coquitlam.

While some actions from the 2001 Heritage Strategic Plan have been implemented, the development of a robust strategy to manage heritage resources in the City remains a key outstanding item to move forward on. To that end, staff are proposing to develop a Heritage Management Strategy (HMS), which is listed as a 'C' Priority on the 2019 Business Plan.

*PWS*

**Discussion/Analysis:**

***Policy Context***

Since the City's last major heritage planning review in 2001, heritage planning best practices have evolved. At the municipal level, the promotion and preservation of Coquitlam's heritage resources is currently realized through a number legislative and planning tools, including the City's Maillardville and Southwest Heritage Inventories, Community Heritage Register (CHR), Heritage Revitalization Agreements (HRAs) and the Development Permit Area Guidelines for distinct areas of Maillardville. Additional heritage direction is also provided in the 2015-2030 Arts Culture & Heritage Strategic Plan and the Parks, Recreation & Culture Services Master Plan.

**Heritage Revitalization Agreements**

One of the most effective and well-used tools to advance heritage objectives in Coquitlam over the last 12 years has been Heritage Revitalization Agreements (HRAs). Since 2007, the City has approved 15 HRAs and there are eight currently in the application stage. Heritage Revitalization Agreements result in the legal protection of heritage buildings from demolition or significant alteration. At present, however, there is limited policy available to provide guidance to staff on how to evaluate a proposed heritage development project. A core opportunity of the HMS is to examine the current HRA process and establish a more comprehensive policy framework for Council's consideration that would provide guidance and clarity for staff and applicants.

The proposed HMS would build on the tools mentioned above with an overarching and comprehensive framework to guide how heritage (e.g., buildings, sites, landscaping, trees, streetscapes) is assessed, incentivized and ultimately preserved and celebrated in Coquitlam. The HMS would include a range of heritage policies, processes, and implementation items that would be considered in a coordinated manner. The HMS would also establish the most pressing priorities on heritage efforts and determine the most suitable approaches and legislative tools to achieve various objectives. These approaches and tools would offer flexibility to respond to different site conditions, building forms, or heritage characteristics.

***Proposed Scope of Work***

The proposed high level goals for the HMS are numbered below, with the intended directions in bullets:

1. Establish a community vision for heritage that is based on best practices and consultation:
  - Align heritage strategies, policies and actions with the vision and update of City-wide policy as needed (e.g., OCP); and
  - Define the different types of heritage (e.g., both natural and built environment).
2. Establish a comprehensive framework, including policy and procedures, to guide how heritage is assessed, recognized, incentivized and preserved in Coquitlam:
  - Describe the various roles and responsibilities of developers, consultants, Council and staff as it relates to heritage processes, including triggers where Council approval is required;

- Outline processes to assess heritage value through the redevelopment process to help guide decision making regarding incentives and preservation efforts;
  - Establish robust policies and criteria for HRAs to bring clarity to the development process, the scale of heritage projects and reduce reliance on negotiated outcomes;
  - Consider the applicability of heritage regulations and tools, such as a procedures bylaw, density transfer provisions or a standards of maintenance bylaw;
  - Explore opportunities to streamline and support the processing of heritage development applications, such as through the upcoming Local Builder Development Application Team (LBDAT) process;
  - Examine feasibility of expanding actions to incentivize voluntary preservation of heritage resources; and
  - Identify potential future projects or plans to address significant heritage sites or assets in Coquitlam, such as the Riverview Lands and Heritage Square.
3. Increase public awareness and stakeholder involvement in heritage issues and local conservation efforts:
- Develop a process to expand Coquitlam's Community Heritage Register (CHR), including a process to add all past and future properties designated through the HRA process;
  - Update, expand and publicize City heritage communication materials;
  - Create standard City of Coquitlam heritage plaques for recognition;
  - Assess the applicability of a City commission or committee on heritage matters;
  - Explore opportunities for collaboration with other organizations to support specific actions, such as grant programs, walking tours and other programming; and
  - Explore options for heritage interpretation.

### ***Process & Timeline***

Staff propose to develop the HMS over four phases with the assistance of a consultant. The work would kick off this fall and conclude in late 2020 with a completed HMS. The workplan is proposed as follows:

#### **Phase 1 – Assemble Team: September 2019 – December 2019**

- Establish a Core Review Team (e.g., Development Planning, Parks, Recreation and Culture Services, City Archives staff); and
- Undertake best practices work, identify key elements of Coquitlam's history, and develop preliminary concepts for the strategy.

#### **Phase 2 – Values and Vision: January 2020 – March 2020**

- Broader consultation with the general public and key stakeholders, and staff to generate and refine draft principles / vision for the HMS;
- Consultation to include a focused workshop with key experts and stakeholders in the community, as well as a more general community open house with the public; and
- Update report to Council-in-Committee on consultation feedback.

Phase 3 – Draft Plan Development: March 2020 – July 2020

- Draft Heritage Management Plan prepared by consultant and staff;
- Assessment of work plan to generate any necessary Official Community Plan or zoning amendments; and
- Draft Plan presented to Council-in-Committee for information and feedback.

Phase 4 – Report to Council: Fall 2020

- Finalize HMS and any necessary bylaw amendments; and
- Submit HMS to Council for consideration of adoption by resolution.

***Proposed Public Consultation Approach***

Input will be sought from a broad cross section of the public, various agencies and stakeholders during the development of draft principles and a vision for heritage conservation in Coquitlam. Examples include Coquitlam Heritage Society, Kwikwetlem First Nation, Minnekhada Park Association, Riverview Horticulture Society, School District #43, Tri-City Chamber of Commerce, community and neighbourhood associations. The consultation process will involve multiple components, including online surveys, web and social media, presentations to community and stakeholder groups, community information open houses and stakeholder information sessions.

**Next Steps:**

Following Council's consideration and endorsement of the proposed process and public consultation approach, staff will begin undertaking background research and a process to retain a consultant. Staff anticipates reporting back to Council-in-Committee in mid-2020 with the results of the Phase 2 consultation.

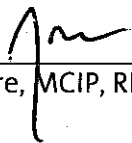
**Financial Implications:**

The HMS is identified as a 'C' priority on Council's 2019 Business Plan and is being undertaken with existing staff resources, as well as drawing on external consultants for strategic work components as necessary.

**Conclusion:**

Once complete, it is anticipated that the Heritage Management Strategy will articulate a refined vision for heritage conservation in Coquitlam as well as identify a range of actions the City can pursue in order to realize its goals for heritage.

Staff seeks Council's endorsement of the scope and process for the Heritage Management Strategy to initiate the planning process.

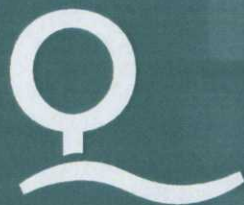
  
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J.L. McIntyre, MCIP, RPP

JK/DW/cb

**Attachments:**

1. Timeline of Heritage Conservation in Coquitlam (Doc# 3414947.v3)
2. Heritage Legislative Framework (Doc# 3416369.v3)
3. List of Properties on the Community Heritage Register (Doc# 3413272.v1)
4. Heritage Revitalization Agreements (HRAs) to date (Doc# 3412256.v1)

This report was prepared by Jeremy Keating, Community Planner and Dan Ward, Planning Assistant and reviewed by Jesse Dill, Senior Planner and Andrew Merrill, Manager Community Planning.



# Timeline of Heritage Conservation in Coquitlam



## 1986 – Heritage Maillardville Project

The District of Coquitlam undertook the Heritage Maillardville project; a comprehensive study of both the physical resources and the social history of the unique settlements of Maillardville and Fraser Mills. A major part of this project was the Maillardville Heritage Inventory. There were originally 75 buildings of heritage merit identified on this inventory.

## 1989 – Designation of Heritage Sites

The City, with the support of property owners, designated six landmark properties as Municipal Heritage Sites under the Heritage Conservation Act. The six sites are:

- ❖ Millside Elementary School – 1432 Brunette Avenue (1907)
- ❖ Ryan House – 1120 Brunette Avenue (c. 1908)
- ❖ Mackin House – 169 King Edward Avenue (c. 1913)
- ❖ Notre Dame de Lourdes Church – 830 Laval Square (1938)
- ❖ Church Hall – 838 Laval Square (c. 1912)
- ❖ Priest's House – 828 Laval Square (1911)

## 1998 – Heritage Advisory Committee

A Heritage Advisory Committee is established to provide City Council with advice related to Coquitlam's heritage.

## 1999 – Heritage Square/Place des Arts Developed

Heritage Square is organized around Mackin House Museum, Place des Arts (Ryan House) and the Fraser Mills station. The square is located on the original King Edward Street alignment which led directly to the Fraser Mills site.

## 2001 – Heritage Strategic Plan

The City develops a Heritage Strategic Plan to guide heritage conservation in Coquitlam for the next five years. The plan focuses on four key areas: Where are we now? Where do we want to get to? How do we get there? What enabling resources do we need in order to get there?





### 2003 – Riverview Task Force Established

Riverview Taskforce is established to advise Council on the creation of a vision and comprehensive plan for the future uses of the Riverview Lands.

### 2005 – For the Future of Riverview Report

The Riverview Task Force published a report that considers the heritage significance of the Riverview Hospital lands and outlines a development concept for Riverview as a center of excellence for Mental Health, Wellness, Research, Education and Innovation. In addition, the report outlines the value of the site's botanical heritage and its arts and culture value.

### 2007 – Maillardville Heritage Inventory Update

The 1986 Maillardville Heritage Inventory is updated; of the 75 properties on the original 1986 Inventory only 35 remain.

### 2007 – Heritage Register Established

The Coquitlam Heritage Register is established. The six buildings designated in 1989 are placed on the register plus two buildings at Colony Farm. The Managers House (c. 1917) and the Bunkhouse (c. 1910).

### 2008 – Riverview Hospital added to the Heritage Register

The entire 98.75 Ha Riverview Hospital site is added to the Coquitlam Heritage Register

### 2008 – Southwest Heritage Inventory Conducted

An inventory of possible heritage homes in Southwest Coquitlam is undertaken. Over 700 houses built prior to 1947 are field surveyed; only a small number are considered to have heritage merit. Sites on the Maillardville Inventory are in addition to this survey.

### 2009 – Riverview Lands added to Canada's Register of Historic Places

In recognition of the site's tremendous historic value, the Riverview Lands are added to Canada's Register of Historic Places.

### 2009 – Statement of Significance Prepared for the Village at Fraser Mills

The Beedie Group, the developers of the "Village at Fraser Mills" have a statement of significance prepared for the site. A heritage interpretation plan is also prepared.

### 2009 – Heritage Revitalization Agreement

The City's first Heritage Revitalization Agreement is approved by City Council for 311 Laval Square. This agreement will allow the heritage house to be restored while allowing for the building of new residential units on the same lot. Associated streetscape improvements and a long-term maintenance agreement for the heritage house are also included.

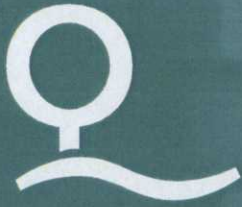
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**Coquitlam**





# Heritage Legislative Framework



## Heritage Conservation Measures available to Municipalities in B.C.

There are five levels of heritage recognition or conservation open to municipalities in BC. Beginning with a heritage inventory and ending with heritage designation. Each level offers a different degree of recognition or protection for heritage property.

### Heritage Inventory

A Heritage Inventory is used to acknowledge local heritage buildings and properties.

- ❖ It is a list of buildings that are considered by the municipality to have heritage value in the community.
- ❖ It is used to help increase public awareness of the existence and value of local heritage buildings and properties and to encourage more property owners to retain and rehabilitate these buildings.
- ❖ Formal adoption of a civic heritage inventory – like that adopted by the City for Coquitlam's Mail-lardville Area – requires Council approval.
- ❖ Inclusion of a building or property in a Heritage Inventory:
  - Requires an evaluation of the building or property, and a review of historic records;
  - Does not require agreement from the owner;
  - Does not create a financial liability for the city; and
  - Does not "designate" or protect buildings or properties. The owners are free to make alterations to buildings and redevelop properties, provided the changes are within the limitations of other City bylaws and regulations.

### Community Heritage Register

A Community Heritage Register is used to formally recognize the value of heritage buildings and properties to the community.

- ❖ It is an official list of buildings and properties with qualities and characteristics that are recognized as significant and contribute to the City's heritage.
- ❖ Establishment of a Community Heritage Register requires Council approval.
- ❖ Inclusion of a building and/or property in a Community Heritage Register:
  - Requires a detailed evaluation of the building or property including reviews of historic records, photographs and archival research;
  - Requires the preparation of a statement of significance (SOS) that documents the evaluation and research;
  - Opens opportunities for the property owner to apply for government grants and other incentives to help retain and rehabilitate it;
  - Does not require agreement from the owner;
  - Does not create a financial liability for the city;
  - Does not "designate" or protect a building or property.



- The owner is free to make alterations to the building and redevelop the property, provided the changes are within the limitations of other City bylaws and regulations; and
- Does allow City Council to temporarily withhold demolition permits, building permits and development approvals to allow time to determine if a building or site can be saved if the right combination of conservation resources and tools are applied.

## Heritage Revitalization Agreement

A Heritage Revitalization Agreement (HRA) recognizes and provides protection to a heritage building or property:

- ❖ It is a formal written agreement negotiated between the owner and the City and outlines their obligations and benefits including the degree of protection to be applied to the building or property;
- ❖ An HRA can only be approved by Council, through a bylaw, with the consent of the owner; and
- ❖ An HRA is intended to be a powerful and flexible tool that can be written to address a unique situation and sets out conditions that apply to a specific property. The terms of the agreement supersede local government zoning regulations and may vary land use, density, setbacks and other regulations.

## Heritage Conservation Area

A Heritage Conservation Area is a distinct area with special heritage value and/or character that is identified as an HCA in an Official Community Plan. A Heritage Conservation Area can be used to provide protection to all or some of the buildings and properties in the area. Protected properties must be specifically identified by the municipality in the Official Community Plan.

- ❖ In a heritage conservation area, a property owner may not do any of the following without a heritage alteration permit:
  - Alter an existing building or feature;
  - Subdivide a property;
  - Construct a new building; or
  - Add to an existing structure.
- ❖ A municipality may establish a heritage conservation area when it has identified a distinct area that it feels should be managed through long-term protection.
- ❖ Before a Heritage Conservation Area is established by Council the municipality consults with the property owners in the area about the protection and development controls that might be used to manage the buildings and properties in it.



## Heritage Designation

Heritage Designation provides the greatest amount of protection to a heritage building or property.

- ❖ A municipal council may designate heritage buildings and property if it considers that:
  - They have heritage value or character; or
  - Designation is necessary to conserve the building or property.

Municipal heritage designation can only be approved by Council, through a bylaw, following a public hearing. Municipal designation of a building, structure or property does not require agreement from the owner.

- ❖ Before a municipal council can designate a heritage building or property a report must be prepared that considers the following:
  - Heritage value or character of the building or property (based on an evaluation that involves reviews of historic records, photographs and archival research and the preparation of a statement of significance [an SOS] that documents the evaluation and research);
  - Compatibility of conservation with the official community plan and any other community planning objectives in the area in which the property is located;
  - Compatibility of conservation with lawful uses of the property and adjoining lands;
  - Condition and economic viability of the property;
  - Possible need for financial or other support to enable appropriate conservation of the property; and
- ❖ The owner of a heritage designated building, structure or property may not without a heritage alteration permit:
  - Alter, change, move or damage a designated building or structure including interior features as well as designated landscape features; or
  - Alter, excavate or build on a protected property (i.e. add to an existing building, construct a new building or subdivide property).

## Connect with us:

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## LIST OF PROPERTIES ON THE COMMUNITY HERITAGE REGISTER

Address	Name	Constructed
1120 Brunette	Fraser Mills Manager's House	1908
200 Colony Farm Rd.	Colony Farm Regional Park - Bunkhouse	1910
200 Colony Farm Rd.	Colony Farm Regional Park- Bunkhouse and Manager's House	1917
169 King Edward Ave.	Mackin House	1913
838 Laval St.	Saint Anne's Hall	1912
830 Laval St.	Notre Dame de Lourdes Church	1938
828 Laval St.	Notre Dame Rectory	1908
2601 Lougheed Hwy.	Riverview Hospital	Circa 1904
838 Laval St.	Saint Anne's Hall	1912

## HERITAGE REVITALIZATION AGREEMENTS TO DATE

	Application #	Heritage House	Address	Year Built	Agreement Date
1	07 006898 DP	Bédard Residence	311 Laval Sq.	1913	2009
2	11 006359 DP 13 006359 HR	Paré Residence	307 Begin St.	1910	2011
3	12 009770 HR	Maison Velay	1313 Cartier Ave.	1910	2012
4	12 006209 HR	Sabourin House	218 Begin St.	1911	2013
5	14 003430 HR	Rocheleau Cottage	801 Roderick Ave.	1929	2014
6	15 103458 HR	Maison LeBlanc	1107 Cartier Ave.	1911	2015
7	15 108399 HR	Irwin House	368 Blue Mountain St. (formerly 364)	1914	2015
8	15 113484 HR	Hutchinson House	320/326 Casey St. (formerly 700 Rochester)	1921	2015
9	15 110280 HR	Edward Davies House	1156 Rochester Ave. (formerly 1154)	1913	2016
10	15 113486 HR	Prost House	800/804 Gauthier Ave.	1944	2016
11	12 010082 HR	Bouthot Family Residence	1207 Cartier Avenue	1929	2017
12	16 114354 HR	Alsbury-Munday House	907 Walls Avenue	1920	2017
13	15 116613 HR	Marcellin Residence	225 Begin Street	1932	2017
14	17 134537 HR	Boileau House	207 Allard Street	1936	2018
15	16 120505 HR	Derceni Residence	686 Gauthier Avenue	1942	2019